

DCI/IC 77-6387

NSC REVIEW COMPLETED

MEMORANDUM FOR: Director of Central Intelligence

FROM: John N. McMahon
Acting Deputy to the DCI for the
Intelligence Community

SUBJECT: First PRC Meeting

1. Action Requested: That you approve the agenda for the 18 November PRC meeting (Tab A).

2. Background:

a. The first meeting of the PRC under your chairmanship is scheduled for 1000 hours, 18 November 1977 in the White House Situation Room. Presidential Directive NSC-17 states that, "The primary function of the PRC intelligence requirement meetings will be to define and prioritize substantive intelligence requirements and evaluate analytical product performance."

b. It is important that the first meeting set a proper context for substantive PRC actions in order to obtain maximum utility from its deliberations and to insure that the spirit and intent of the Presidential Directive is pursued. I believe that this can best be accomplished by devoting time to a brief summation of responsibilities, principles and procedures and then allotting the rest of the meeting to a discussion of the substantive matters in which members have indicated an interest.

c. Some objectives of the meeting should include the following:

(1) An understanding of how the PRC will fulfill its responsibilities with regard to requirements, priorities and evaluation.

(2) PRC recognition of the legitimacy of DCI guidance to the Community regarding detailed treatment of requirements and priorities (in such contexts as DCID 1/2, the National Sigint Requirements List, etc.). This could be accomplished through delegation of appropriate responsibility to the DCI.

SUBJECT: First PRC Meeting

(3) A free discussion of substantive concerns by the principals, together with the development of such guidance as the forum may see fit to provide. We will ensure that the guidance is integrated into our existing machinery for steering and controlling all national intelligence activities.

d. A point paper for your use is attached (Tab B).

3. Recommendation: That you approve the attached agenda for the meeting.

John N. McMahon

Attachments:
Tabs A and B

APPROVED: _____
Director of Central Intelligence

DISAPPROVED: _____
Director of Central Intelligence

DATE: _____

SUBJECT: First PRC Meeting

Distribution: (DCI/IC 77-6387)

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DCI/IC/OPP/ [] fmg [] (9 Nov 77)

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MEMORANDUM FOR: The Director of Central Intelligence,
Chairman
The Secretary of State
The Secretary of Defense
The Secretary of Treasury
The Chairman, Joint Chiefs of Staff
The Assistant to the President for
National Security Affairs

SUBJECT: Policy Review Committee (Intelligence)
Meeting on 18 November 1977, 1000-
1130 Hours, White House Situation
Room

Agenda:

1. Discussion of role and functions of PRC(I).
 - a. Consumers' information needs and priorities for guidance of national foreign intelligence activities.
 - b. Evaluation by PRC(I) of analytical product performance.
2. Consideration of draft list of substantive intelligence needs.

DCI TALKING PAPER

PRC MEETING 18 NOVEMBER 1977

- PD-17 states, "The primary function of the PRC intelligence requirement meetings will be to define and prioritize substantive intelligence requirements and evaluate analytical product performance."
- Following principles should govern PRC activity:
 - PRC will be the vehicle by which national intelligence consumers define and prioritize national foreign intelligence concerns.
 - Procedures must also provide for dealing with detailed requirements for support to consumers at all levels.
 - DCI will develop strategies for fulfilling intelligence requirements based on priorities established by PRC.
 - PRC will review annual reports on Community performance.
- Recommended PRC actions:
 - Review list of key intelligence concerns developed by Dr. Bowie.
 - Purpose of discussion is to focus on nature and priority of each item listed.
 - Following PRC discussion, Chairman will prepare brief paragraph on each item summarizing PRC views and circulate for approval by PRC principals.
 - PRC should authorize DCI, with advice of NFIB, to publish implementing guidance related to requirements and priorities for the Community within the framework established by PRC deliberations.

- PRC should meet at least quarterly to make such adjustments as necessary.
- Discuss PRC substantive concerns.

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NOTES:

Setup a PRC(I) file

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DCI/IC 77-

MEMORANDUM FOR: Director of Central Intelligence

FROM: John N. McMahon
Acting Deputy to the DCI for the
Intelligence Community

SUBJECT: First Meeting of the Policy Review
Committee

REFERENCE: Brezezinski Memo re Imaging System
Matrices and Associated Decisions
dated 11 Oct 1977

1. (U) Action Requested: Approval of the agenda for the initial meeting of the PRC (meeting under new charter).

2. (S) Background: In the reference, Dr. Brzezinski expressed concern that the imaging matrices prepared for consideration by the PRC(I) in August 1977 could have far-reaching consequences for our ability to satisfy SALT II and other arms control initiatives. In view of this, he requested that the matrices be considered as an agenda item for an intelligence requirements PRC meeting in the near future.

3. (S) Staff Position: I believe that the PRC needs to resolve for itself its role and functions with regard to requirements and priorities under PD-17 and the draft Executive Order before it undertakes an examination of the ramifications of any systems mix. I also believe that the Committee can most conveniently develop its role by addressing

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itself early in its work to the substance of the expressions of intelligence concern which Dr. Bowie has collected from our principal consumers. Accordingly, the attached draft agenda for the initial PRC meeting proposes as a first order of business a concept paper for an Intelligence Community Requirements and Priorities System. Following that, the committee would move directly to a discussion of the substantive concerns of principal consumers. The matter of imaging systems matrices would be reserved for a later meeting.

4. (U) Recommendation: That you approve the attached agenda and concept paper for PRC discussion.

John N. McMahon

Attachment:
Draft-Agenda Policy Review Committee

APPROVED: _____
Director of Central Intelligence

DISAPPROVED: _____
Director of Central Intelligence

DATE: _____

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DRAFT AGENDA
POLICY REVIEW COMMITTEE
(INTELLIGENCE)

Initial Meeting

1. Concept Paper for an Intelligence Community Require-
ments and Priorities (Briefing by STATINTL)
2. Discussion of substantive intelligence concerns of
principal consumers (Dr. Bowie)

Subsequent Meetings

Discussion of imaging system matrices and associated
decisions

THE WHITE HOUSE
WASHINGTON

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NSC

TOP SECRET /

October 11, 1977

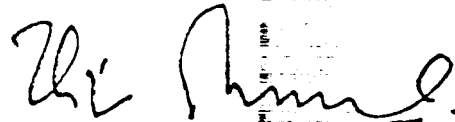
MEMORANDUM FOR

THE DIRECTOR OF CENTRAL INTELLIGENCE

SUBJECT: Imaging System Matrices and Associated
Decisions

After reviewing your recent correspondence on this subject, I am persuaded that the decisions to be made could have far-reaching consequences for our ability to satisfy SALT II, and other arms control initiatives, as well as an extremely broad range of other intelligence requirements. Therefore, I would appreciate your including this topic as an agenda item for an intelligence requirements PRC meeting to be convened in the very near future.

I believe the President would be best served by the considered judgment of this important subject by the principal consumers of intelligence derived from imaging systems before final decisions are reached.



Zbigniew Brzezinski

cc: The Secretary of State
The Secretary of Defense
The Director, ACDA
The Chairman, JCS

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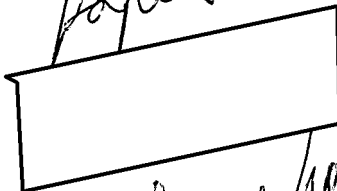
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FILE : PRC(I)-PostEO

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NOTES:

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Paper to done*



*2) Let me know by
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INTELLIGENCE COMMUNITY STAFF

27 October 1977

NOTE FOR: C/HRD
C/ID
C/SD
AC/PAID

SUBJECT: Intelligence Community Requirements and Priorities System

Attached is a concept paper developed by OPP on an Intelligence Community requirements and priorities system for your review.

Rod would like to discuss your views on this subject at a group (OPEI) meeting in his office at 1600 hours today, Thursday, 27 October 1977.

Thanks,

Eileen
Eileen

cc:

Attachment:
Concept Paper

ACTION

STATINTL

CONCEPT PAPER
INTELLIGENCE COMMUNITY REQUIREMENTS
AND PRIORITIES SYSTEM

PURPOSE

Presidential Directive 17 designates the Policy Review Committee (PRC(I)) as the responsible entity within the Administration for the establishment of intelligence requirements and priorities. The intent of the directive is to ensure that US national intelligence activities are responsive to policymaker and consumer needs. The purpose of this paper is to establish the fundamental concepts under which the requirements and priorities established by the PRC will be coordinated and translated into actionable tasks by the DCI Staff. This paper does not address the more detailed development of specific target requirements by intelligence users in the field for national support of departmental or theater tactical activities.

DEFINITIONS

For purposes of this concept paper the term "requirement" is intended in a generic sense to mean an established need justifying the timely allocation of assets for accomplishing an intelligence mission or task. The word "priority" means a preferential rating according to established criteria which reflect relative importance among requirements. Currently, priorities in the Intelligence Community are expressed in

numbers from one through seven, indicating those intelligence topics related to matters "vital to the survival of the United States" (Priority 1) through those which are simply "of interest for US political, economic and military policy planning and execution" (Priority 7).

PRINCIPLES OF THE NATIONAL REQUIREMENTS AND PRIORITIES SYSTEM

a. National intelligence consumers will establish and/or validate national requirements and priorities through the PRC(I).

b. Intelligence producers will identify gaps in intelligence holdings and will assist consumers in formulating expression of need. Producers will provide guidance to intelligence collectors regarding specific requirements.

c. Intelligence collectors will formulate collection strategies for fulfilling requirements established by the NSC/PRC.

d. The system must be comprehensive, coherent and compatible with processes for dealing with detailed requirements for support to consumers below the national level.

e. D/DCI/IC will provide principal staff support to the Chairman, NSC/PRC for the National Requirements and Priorities System.

GENERAL CONCEPT

a. National intelligence requirements and priorities are intended to provide guidance to all national intelligence activities, including collection, analysis, and production. They will be established by the PRC(I) through two mechanisms:

(1) Lists of national policymakers' intelligence concerns which will provide focus for the Intelligence Community for matters on which the principal consumers desire emphasis, and

(2) detailed geotopical tables of requirements categories and priorities which will provide a context for the assignment of priorities to requirements as they are identified.

b. National policymakers' intelligence concerns, which may be expressed as issues, questions or statements, will provide the principal focus of intelligence effort. They will be arranged in two categories:

(1) Standing requirements ("A List") consisting of those matters of continuing importance (usually for more than one year), and

(2) Current requirements ("B List") consisting of matters related to events anticipated in the near future (e.g., important international conferences, foreign space experiments) and to current critical foreign developments.

c. D/NFAC in cooperation with D/DCI/IC will ensure that national policymakers' concerns are properly interpreted and clarified with sufficient specificity to provide adequate actionable guidance to the Intelligence Community.

d. Tables of geotopical requirements categories and priorities will provide PRC(I) approved priorities according

to specific criteria for all categories of intelligence requirements (the current Attachment to DCID 1/2 will serve as a model). Criteria for priorities assigned will be functions of the criticality of the topics to US security interests and the needs of national policymakers as expressed in their lists of standing and current requirements.

e. Both the lists of national policymakers' intelligence requirements and the detailed tables of priorities will be considered living documents, subject to change as required. Comprehensive review will be conducted on an annual basis to ensure currency and maximum utility.

DCI STAFF RESPONSIBILITIES

a. The D/DCI/IC will have primary staff responsibility for providing support to the Chairman, PRC(I) regarding matters pertaining to national intelligence requirements and priorities. He will coordinate the development of all relevant documents and ensure their timely submission to the Chairman for PRC(I) action.

b. D/NFAC in cooperation with D/DCI/IC, will assist national intelligence consumers in formulating and submitting lists of intelligence concern to the PRC(I) for approval. Particular attention will be paid to assisting the President, Vice President and Cabinet officers in expressing their concerns to the PRC(I). In addition, D/NFAC will provide guidance to the Deputy to the DCI for Collection Tasking (D/DCI/CT) for

collection of information related to consumer needs for which gaps exist.

c. D/DCI/CT will ensure the development of collection strategies to meet consumer needs according to D/NFAC guidance. Collected information will be routed to all interested agencies and to D/NFAC for assessment of adequacy. D/DCI/IC will conduct evaluations of collection, analysis and production performance to determine the effectiveness of the system.

d. D/DCI/IC will coordinate the development of detailed tables of requirements categories and priorities for submission to the Chairman, PRC(I). Representatives of all members of the PRC(I) will serve on staff working groups involved in the preparation of proposals regarding priorities for consideration by the PRC(I).

e. D/DCI/CT will ensure that all source-specific national intelligence requirements lists (e.g., National SIGINT Requirements Lists) are compatible with the national policymakers' requirements lists and the tables of priorities.

f. Intelligence managers and consumers below the national level will compile local and regional requirements and priorities as necessary. Such "tactical" requirements will be integrated with specific national requirements according to judgmental circumstances by the D/DCI/CT. Details of the systems below the national level will be addressed separately.

DISCUSSION

The concept outlined above fulfills the direction of Presidential Directive 17 with regard to PRC(I) responsibilities for establishing national intelligence requirements and priorities. It envisions PRC(I) guidance with components providing instructive focus, on the one hand, and a comprehensive framework within which all requirements are prioritized according to established criteria, on the other. Implicit in the concept is that specific intelligence requirements which may call for the application of national assets may be generated in many ways (e.g., by consumers at various levels, or the intelligence agencies, which are themselves consumers of intelligence). Explicit is the tenet that national consumers (PRC(I) members) should shape the manner in which all requirements are prioritized. Also explicit is the provision that national consumers should provide written guidance regarding requirements of special importance to them.

It should be recognized that while there is a general correlation between expressions of consumer concerns (or requirements) and priorities, the relationship may not be without variation. It is highly desirable to maintain a basic set of objective criteria for the assignment of priorities in order to ensure that requirements relating to grave threats to the United States or to its vital interests are fulfilled. Similarly, it is desirable that consumers not be restricted in

their expressions of concern to only those matters of high priority according to criteria based primarily on criticality to US interests. Accordingly, the system envisions a flexible relationship between the "A" and "B" lists and the priority tables. Should a PRC(I) member desire to focus attention on a category of requirement not apparently "vital to the survival of the United States" he can do so without disrupting the basic discipline of the system by necessarily changing the category to a "Priority 1." However, the seven levels of priorities provide sufficient flexibility that categories may be adjusted upward or downward a number of priority points to reflect special interests or the termination of such interest without destroying the integrity of the priorities criteria.

The system should be considered dynamic and evolutionary. Experience with the operation of the PRC(I) and the responsiveness of the Intelligence Community to its needs will provide the basis for adjustments and identify needs for supplementary guidance. The concept itself is not a radical departure from all practices of the past, but adapts those which have proved most useful to the new pattern outlined in the Presidential Directive.

INTELLIGENCE COMMUNITY STAFF

10/31

John

I fundamentally disagree with OJP on this one. Decline DCIO 1/2 has no place at the PRC level — and in fact that the "real time" nature of the priorities needs to be eliminated, since it is simply not compatible with how the collection systems are really managed.

Alternative approach to PRC attached. Not coordinated.

INFORMATION 

DRAFT

Memorandum for the DCI

Subject: Agenda for first meeting of PRC(I)

1. Attached for your approval is a draft agenda for the first meeting of the PRC(I) in its new role as the senior body of National Intelligence "Requirements".
2. In thinking about this process, I would propose several groundrules:

- The objective of the PRC should be to involve the senior cabinet level users of intelligence directly in the process of determining what major intelligence requirements are. This suggests that the ~~xxxxxxx~~ process:
 - be kept simple
 - involve the principals personally
 - (the converse of the above) minimize staff level participation
- Presentations and briefings be given by the principals themselves
- The agenda and discussion material be distributed sufficiently in advance to permit reading before the meeting, but not so far in advance as to encourage extensive staff-level participation.
- Attendance should be limited to principals plus one

(You should except yourself from this rule and bring both Bob Bowie and) STATINTL

3. The question of your own staff responsibility for preparing material for the PRC(I) remains unclear. I propose that Bob Bowie have primary responsibility for preparing the strawman statement of national intelligence concerns, and that I take responsibility for preparing and distributing the agenda, as well as performing a "devil's advocate" function with respect to the material Bob produces. I would propose that [] act as executive ^{STATINTL} secretary for the PRC(I).

4. With respect to the imagery mix issue, I assume that you will be comfortable working from the matrices that [] has developed, ~~for~~ and that no additional special briefing material will be required. Please indicate if you will desire additional support for this subject.

TINTL

DRAFT AGENDA

POLICY REVIEW COMMITTEE (INTELLIGENCE)

Initial Meeting

1. Brief discussion of role and functions of newly constituted PRC(I). (DCI)
 - Provide a forum for the articulation of major policy concerns on which national foreign intelligence mechanisms should focus
 - Feedback mechanism for airing general level of satisfaction ~~with~~ by senior consumers with national intelligence products
2. Discussion of draft statement of national intelligence requirements for information (ICI)
 - Discuss strawman prepared by NFAC
3. Presentation and discussion of criteria for selection of future imagery systems mix (DCI)
 - Discuss imagery matrices